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ABSTRACT

The purpose of this study was to investigate the rewards and disciplinary punishments received by secondary teachers in schools operating under the Ministry of National Education in Turkey. Data were collected from personnel cards of the relevant general directorates within the Ministry of National Education. Data were reduced to frequency counts and percentages for further analysis. Differences in socio-political environments may account for findings that: (1) teachers received a greater number of punishments than rewards during the period under examination (1982 through 1986), and (2) disciplinary punishments occurred more frequently in the most and least developed regions of the country. Further reflection suggested that punishments may be used more frequently than rewards because punishments rather than rewards have been historically emphasized in the teaching profession; because the criteria for rewarding teachers remains ambiguous; because rewarding is not used systematically to motivate, convince or influence teachers for educational effectiveness; and because the objective and policies of the educational system continue to remain too abstract to be used as criteria for teacher achievement. Contains five tables of data. (Author/JB)

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Running head: REWARDS AND PUNISHMENTS

Rewards and Punishments of Secondary School Teachers in Turkey

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Abstract

The purpose of this study was to investigate the rewards and disciplinary punishments received by secondary teachers in schools operating under the Ministry of National Education in Turkey. Data were collected from personnel cards of the relevant general directorates within the Ministry of National Education. Data were reduced to frequency counts and percentages for further analyses. Differences in socio-political environments may account for findings that (a) teachers received a greater number of punishments than rewards during the period from 1982 through 1986, and (b) disciplinary punishments occurred more frequently in the most and least developed regions of the country.

Rewards and Punishments of Secondary School Teachers in Turkey

Efforts to improve secondary education in Turkey continue to be a challenge both within and without the schools. Almost annually the country faces a new set of initiatives or mandates designed to improve teaching and learning through legislative means. The driving force behind such efforts is the perception that while change in the world has become rather commonplace, secondary schools in Turkey fail to reflect change. Little (1984) and Wideen (1989) contended that educational establishments at all levels have shown a remarkable inability to implement and maintain improved ways of teaching and to create productive learning environments for all children. Studies of teacher satisfaction and workplace conditions have focused generally on professional credentials or school attributes, not on the balance or imbalance between demands and rewards or punishments (Sandholtz, 1990, p. 11).

The lack of attention given to the problems of teachers may help to account for unsuccessful attempts to improve education. Internationally there is a paucity of information and research focusing on the rewards and punishments received by teachers and the situations and behaviors which resulted in the punishments. Historically, punishments in Turkey were based on disciplinary investigations; however, records are confidential and typically inaccessible to researchers. However, the solutions to problems

of teachers should involve holistic approaches encompassing access to all relevant data.

In recent years the problems of teachers have been the subject of discussion from various points of view. The issue of rewards and punishments is one of the primary problems facing secondary school teachers in Turkey. Teachers constitute one of the most significant components of the school (Bursalioglu, 1987) and comprise a major school variable (Griffin, 1989). In addition, Aydin, (1986, p.67) suggested that success of an educational system depends on conditions that provide teachers with pleasing, motivating and rewarding work environments. It is further suggested that teachers contribute more to educational systems that have a system of teacher rewards. Historically, punishment was designed to bind teachers to specific tasks, maintain the execution of services in the most effective way, and prevent situations and behaviors which may have negative outcomes. Consequently the use of authority manifesting itself in rewards and punishments may have been necessary.

Purpose of the Study

The purpose of this study was to investigate the rewards and disciplinary punishments received by teachers of state secondary schools of the Ministry of National Education in Turkey, and the kinds of disciplinary actions which prompted punishments during the period from 1982 through 1986. The following research questions were addressed:

1. To what extent did teachers within the five directorates (a) Secondary Education; (b) Boys' Technical Education; (c) Girls' Technical Education; (d) Trade and Tourism; and (e) Religious Education receive rewards?

2. To what extent did teachers within the five directorates (a) Secondary Education; (b) Boys' Technical Education; (c) Girls' Technical Education; (d) Trade and Tourism; and (e) Religious Education receive punishments?

3. What kinds of disciplinary punishments were received by teachers and to what extent?

4. How frequently were disciplinary punishments received by teachers in the Secondary Education Directorate within each of the five service regions?

5. What were the 5 year trends by type of teacher behavior for which punishments were received?

Limitations of the Study

The scope of this study was limited to the rewards and punishments teachers received in five general directorates of the Ministry of National Education in Turkey. The most recent data available to the researchers were for the period 1982 through 1986. The study was further limited due to the lack of differentiation in the legal records between teachers and administrators. In addition the study was limited by the classification of rewards and punishments according to Act No 1702 (Republic of Turkey, 1987). Rewards were classified as

materialistic and non-materialistic and ranged from appreciation to securing increased credentials such as approval to teach special courses. Disciplinary punishments ranged from warnings to dismissal from practice in the teaching profession.

Methodology

Subjects

The subjects for this study were teachers who worked in secondary schools within the five general directorates of the Ministry of National Education from 1982 through 1986. The general directorates (with 5 year totals) consisted of the following: (1) Secondary Education Directorate, N=390,264; (2) Boys' Technical Education Directorate, N=54,605; (3) Girls' Technical Education Directorate, N=53,951; (4) Division of Trade and Tourism Education N=29,080; and (5) Religious Education Directorate, N=51,163.

Sources of Data

Personnel records, disciplinary investigation files, and the provincial administration's punishment-related reports to the central administration units provided the data for this study. Data were collected by reviewing each of the data sources and recording the findings on a tally sheet.

Data Analysis

Frequency counts and percentages were utilized in analyzing the number and distribution of rewards and punishments. Frequency ordering by year and region was used to report kinds of

disciplinary actions. Chi-Square was used to determine whether there were statistically systematic differences in rewards and in punishment types by years.

Transformational Methodology

To respond to questions 1 and 2, proportions were converted to percents. Each proportion was developed with respect to the number of total cases during the corresponding year as indicated in its column heading. Each marginal weighted percent is an index number developed from the ratio of the sum of observed frequencies to the sum of observed totals in its row. When a Chi-Square statistic was applied (questions 1 through 4), it was based on frequencies cast into a 2-dimensional tabular format generally characterized by Year as column headings and, as row stubs, either (1) General Directorate Types, (2) Kinds of Punishment, or (3) Regions of the Country. Question 5 was approached by determining the Chi-Square relationship for regional distributions broken down by type of teacher punishment in the Secondary Education Directorate for the 5 service regions.

Results

To assess rewards and punishments the researchers examined the observed numbers of rewards and punishments received by teachers within the five service regions of the country of Turkey. The findings are reported based on the research questions. The research questions were as follows:

1. To what extent did teachers within the five directorates (a) Secondary Education; (b) Boys' Technical Education; (c) Girls' Technical Education; (d) Trade and Tourism; and (e) Religious Education receive rewards? Proportionately, teachers who worked in the Boy's Technical Education Directorate received the largest number of rewards from 1982 through 1986, while those who worked in the Religious Education Directorate received the smallest number of rewards. In fact, teachers in the Religious Education Directorate consistently received the smallest number of rewards over the 5-year period. A more striking fact is the limited number of rewards received annually in proportion to the total number of teachers in all Directorates.

Chi-Square analyses of the frequency of rewards received by teachers revealed substantial deviations across the rows (Directorate) and down the columns (Year). Differences between the observed number and the expected number of rewards in 1982 were most notable for teachers in the Girls' Technical Education Directorate, where 99 percent more rewards than expected were received. For the same year, teachers in the Trade and Tourism Directorate received 56 percent fewer rewards than expected. Teachers in the Religion Directorate in 1982 received 81 percent fewer rewards than expected; however, this same group of teachers received 75 percent more rewards than expected in 1984. The total number of rewards received for the 5-year period per one thousand teachers was as follows: (1) 5.3 in 1982; (2) 7.6 in 1983; (3)

3.5 in 1984; (4) 5.0 in 1985; and (5) 7.7 in 1986. The proportion of rewards to the number of teachers in the Directorate of Secondary Education was less than 1 percent for the 5 year period. The number and percent of rewards and the corresponding Chi-Square statistic are reported in Table 1.

2. To what extent did teachers within the five directorates (a) Secondary Education; (b) Boys' Technical Education; (c) Girls' Technical Education; (d) Trade and Tourism; and (e) Religious Education receive punishments? Proportionately, teachers who worked in the Religious Education Directorate, followed by teachers in the Directorates of Secondary Education, Boys' Technical Education, Trade and Tourism Education and Girls' Technical Education received the most punishments.

Chi-Square analyses of the frequency of punishments received by teachers revealed deviations across the rows (Directorates) and down the columns (Year). Differences between the observed number of and the expected number of punishments in 1982 were most notable for teachers in the Trade and Tourism Directorate who received 66 percent more punishments than expected. Teachers in the Boys' Technical Education Directorate received 64 percent more punishments than expected in 1985, and 35 percent fewer than expected in 1986. Teachers in the Religious Education Directorate received 25 percent and 22 percent more punishments than expected in 1982 and 1985 respectively. Greatest differences between the observed and expected number of punishments for teachers in the

Girls' Technical Directorate occurred in 1982 and 1986 with 28 fewer punishments than expected in 1982 to 5 percent fewer than expected in 1986.

Differences between observed and expected numbers of punishments for teachers in the Secondary Education Directorate fluctuated from 3 percent more punishments than expected in 1984 to 13 percent fewer than expected in 1985. The total number of disciplinary punishments received for the 5-year period per one thousand teachers was as follows: (1) 43.2 in 1982; (2) 71.5 in 1983; (3) 80.8 in 1984; (4) 34.9 in 1985; and (5) 17.7 in 1986. Data for the total number of teachers studied by Directorate and the number and percent receiving punishments for the 5 year period are reported in Table 2.

3. What types of disciplinary punishments were received by teachers and to what extent? Punishments included warnings, cut in overtime teaching wages, demotion, and dismissal from the teaching profession and from state employment.

Chi-Square analyses of the types and number of punishments from 1982 through 1986 revealed substantial deviations across the rows (type of punishment) and down the columns (year). For example, there were 39 percent more warnings than expected in 1982; whereas in 1983 and 1984 there were 10 percent and 14 percent fewer than expected respectively. Short term stops in promotion occurred 39 percent and 15 percent more often than expected in 1983 and 1984 respectively; but 71 percent and 93

percent fewer times than expected in 1985 and 1986 respectively. Cut in wages, both for regular salaries and for overtime work occurred 56 percent and 62 percent fewer times than expected in 1982; while in 1985 and 1986, cuts in salary occurred 50 percent and 51 percent more frequently than expected for each respective year. Proportionately, the most frequently occurring punishments were in the form of warnings, short-term delays in promotion, and reproaches. Table 3 displays types and distributions of the most common kinds of punishments received by teachers from 1982 through 1986. Table 3 relates to Table 2. The column totals along the bottom row of Table 3 are the same as the Totals in the bottom row of Table 2. Total numbers in both tables pertain to numbers of disciplinary punishments for teachers in all five directorates from 1982 through 1986.

4. How frequently were disciplinary punishments received by any one group of teachers within each of the five service regions? Teachers in the Secondary Education Directorate in Region II, the Marmara region which includes Istanbul, received a greater number (4559) and higher percent (29) of disciplinary punishments than any of the other service regions. Teachers in Region IV received the least number (1562) of punishments. In 1984 and 1985, teachers in Region I received the largest number of disciplinary punishments and those in Region IV received the least.

Chi-Square analyses of the number of punishments received by teachers in the Secondary Education Directorate in each of the service regions for 1983 through 1985 revealed no systematic pattern for the distribution of punishments across the years. The Chi-Square analyses revealed large deviations between the number of expected punishments and the number of punishments received. For example, teachers in Region I (Eastern), Region III (Central Anatolia), and Region V (Mediterranean) received 17, 14, and 13 percent fewer punishments respectively in 1983; whereas teachers in Region II (Marmara) and IV (Black Sea) received 28 and 12 more than expected for the same year. By contrast, in 1985 teachers in Regions I and V received 6 and 18 percent more punishments respectively than expected; and those in Regions II, III, and IV received fewer punishments than expected. Table 4 shows the frequency of punishments received by teachers within the Secondary Education Directorate from 1983 through 1985. The columns of Table 4 and Table 2 are related through their column marginal. Total numbers in both tables pertain to numbers of disciplinary punishments for teachers in the Secondary Education with the numbers of Table 4 being broken-down by region of the country. That is, the Totals on the bottom row of Table 4 contain similar numbers with the top row of Table 2 which shows total teachers for the country by respective years in the columns headed with Ts. Table 4 provides additional detail in that for a given year the total number of punishments cited in Table 2 is

broken down by Region. The row marginal of the 2 tables are not overlapping in a describable manner because of the differences in the types of data presented in the rows of each table.

5. What kinds of teacher behaviors resulted in disciplinary punishments? In general, the types of teacher behaviors which prompted disciplinary actions (see row stubs in Table 5) resulting in punishment varied from absence from work to altering documents, to violation of dress codes. Overall, the most frequently occurring behavior that resulted in punishment was absence from work. Chi-Square analyses were applied to determine relationships between frequency of specific teacher behaviors such as absenteeism, violation of examination rules, etc., for teachers in the Secondary Education Directorate within each Region for the 3 year period from 1983 through 1985. Violation of examination rules occurred 5, 14, 45, and 7 percent less frequently than expected in Regions I, II, III, and IV; but 40 percent more than expected in Region V. Misdeclarations occurred 47 percent less frequently than expected in Region V, and from 20 to 29 percent more frequently than expected in Regions I, II, and III. Differences in observed and expected frequencies of altering documents varied from 38 percent more frequencies to .03 percent less than expected across the 5 regions. Violation of public esteem occurred 56 percent less than expected in Region V and 62 percent more frequently in Region III than expected. Teachers in Region II engaged in embezzlement 79 percent more frequently

than expected, while in Regions I, III, IV, and V, embezzlements occurred from 10 percent to 41 percent less frequently than expected. Also, for Region II bribery occurred 110 percent more frequently than expected compared to Region V where bribery occurred 58 percent less frequently than expected. Only slight differences between expected and observed frequency of teacher behavior related to commercial actions, violation of dress codes, and press declaration. Representative of the kinds of teacher behaviors prompting disciplinary actions are those for teachers in the Secondary Education Directorate from 1983 through 1985 broken down by geographic service regions and presented in Table 5.

Discussion

Historically, in Turkey, punishments rather than rewards have been emphasized within the teaching profession. At the same time the criteria for rewarding teachers remains ambiguous in the relevant legal documents. Furthermore, rewarding is not utilized systematically as a means of motivating, convincing and influencing teachers for educational effectiveness. Perhaps this is because the objectives and policies of the educational system continue to remain too abstract to be utilized as criteria for teacher achievement. Consequently, the identification and reinforcement of teachers' positive qualities may not be acknowledged appropriately by the education system. Teachers are rewarded infrequently. If rewards are used as an indication of

teachers' achievement, it may be concluded that there is a lack of achievement among many teachers within the secondary school system. On the other hand, if rewards are viewed as incentives leading to more effective teacher performance, the rewarding system does not satisfy teachers' expectations in terms of frequency of receiving rewards. However, despite evidence that the number of disciplinary punishments received are greater than that of the rewards received, the findings of this investigation do not support a widely held opinion that teachers are punished too often.

Lack of clarity in the provisions of the statutes, regulations and bylaws governing discipline, and the lack of consistency in administration, as well as deficiencies in the laws result in differences in perceptions of disciplinary actions by different investigators and administrators. Such differences in perceptions cause different punishments for similar or the same kind of disciplinary behaviors. Therefore, the absence of clarity and a lack of uniform behavior standards lead to the tendency of teachers to develop a view of the rules as useless and inapplicable; in many cases, teachers simply disregard the laws.

Pre-and in-service training may not provide adequate legal information or help to develop teacher behaviors preferred by the General Directorates. Moreover, pre-and in-service education may not be effective in developing a professional value system

consistent with the State secondary schools of the Ministry of National Education.

Differences in the number of rewards and punishments received by teachers across the 5 service regions for the 5 year period may be best explained by a number of environmental conditions and other possible factors and should serve as a basis of further study. Concentrations within regions of specific types of teacher behaviors such as absence from or going to work late may also be attributed to environmental conditions.

Large differences between the observed number and the expected number of rewards and punishments across the 5 year period do not allow one to generalize about rewards or punishments received from one year to the next or from one directorate to the next. As shown in Table 3 there were notable increases and decreases in the number of punishments received by teachers during the 5 year period from 1982 to 1986. Notable differences between the observed number and the expected number of punishments across the 5 year period do not allow one to generalize about type of punishment or years in which the punishments were received. However, two possible explanations for these rather substantial fluctuations could be the socio-political environment that resulted from the military takeover of the government in 1980 and the return to civilian government in 1982. In addition, since the early and mid 1980s, Turkey has been taking major steps in the area of human rights. This

culminated in 1988 with the signing of the United Nations Convention Against Torture, and Other Cruel, Inhumane and Degrading Punishment.

Conclusions

Based on the findings of this study, the following suggestions are made. First, the gaps and inconsistencies in the statutory and regulatory provisions concerning rewarding and punishing teacher behavior should be eliminated and the legal provisions on the subject of rewarding and punishing should be communicated effectively and applied consistently throughout the educational system. In addition, a system for realizing a definitive and reliable data base for administering rewards and punishments within the Ministry of National Education is needed. For example, the large number of different kinds of punishments (10,854) in the Other category (Table 5) do not lend themselves to analyses due to the ambiguity of behaviors grouped in this category. Also, current data should be accessible to researchers so that more timely analyses can be made.

Second, outstanding achievements of teachers should be evaluated and rewarded. Such evaluations and rewards should be publicized beyond the boundaries of the schools. In order to benefit from rewarding as a method of motivating, teachers have to be informed about the materialistic and non-materialistic gains of receiving rewards. Rewards should be satisfying in qualitative and quantitative terms. For example, "Teachers' Day"

could be celebrated in meaningful ways by intellectual and remunerative activities such as panels, open discussions, and a variety of contests. Activities such as selection of "Teacher of the Year" could take place along with increased monetary rewards.

In addition, training for education administrators and supervisors who have authority to determine rewards and punishments related to teacher behavior should be legally established. In designing training programs research results should be utilized. Specifically, those individuals responsible for teacher training may use results from this and similar studies to modify university level course work designed to prepare teachers, administrators, and school inspectors.

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Table 1

Number of Teachers Receiving Rewards From 1982 -1986

General Directorate	T	1982 N	%	T	1983 N	%	T	1984 N	%	T	1985 N	%	T	1986 N	%	WT.%*
		Year														
1. Sec. Ed	70862	146	.21	82552	350	.42	79919	219	.27	78786	353	.45	78145	340	.44	.36
2. Boys Tech Ed.	8981	191	2.13	10042	289	2.88	11093	168.5**	-	12493	322.2**	_	11996	383	3.19	1.58
3. Girl's Tech Ed.	10412	188	1.81	10097	187	1.85	10749	85	.79	10704	97	.91	11989	102	.85	1.22
4. Trade/ Tours. Ed.	4932	16	.32	5472	37	.68	5709	57	.01	6494	77	1.19	6473	69	1.07	.88
5. Religious Ed.	8515	8	.09	10065	32	.32	10710	50	.47	11079	72	.65	10794	31	.29	.38
TOTAL	103702	549	.53	118228	895	.76	118180	579.5	.35*	119556	921.2	.50*	119397	925	.77	

χ^2 (16, N = 3866) = 276.42, p <.00

T - Total number of teachers in the General Directorates

N - Number of rewards received by teachers in the General Directorates

* - Based on observed data with the two estimated cells (**) not included

** - Estimated values computed from Row and Column proportions based on totals

Table 2

Number of Teachers Receiving Disciplinary Punishments From 1982-1986

General Directorate	Year															
		1982			1983			1984			1985			1986		
	T	N	%	T	N	%	T	N	%	T	N	%	T	N	%	WT. %
1. Sec. Ed.	70862	2912	4.11	82552	6436	7.80	79919	6805	8.51	78786	2555	3.24	78145	1468	1.88	5.17
2. Boys Tech Ed.	8981	386	4.30	10042	566	5.64	11093	613	5.53	12493	526	4.21	11996	106	.88	4.02
3. Girl's Tech Ed.	10412	140	1.34	10097	320	3.17	10749	510	4.74	10704	225	2.10	11989	46	.38	2.30
4. Trade/ Tours. Ed.	4932	279	5.66	5472	225	4.11	5709	225	3.94	6494	181	2.79	6473	158	2.44	3.67
5. Religious Ed.	8515	759	8.91	10065	911	9.05	10710	1154	10.77	11079	688	6.21	10794	334	3.09	7.52
TOTAL	103702	4476	4.32	118228	8458	7.15	118180	9307	7.88	119556	4175	3.49	119397	2112	1.77	

χ^2 (16, N = 28528) = 737.15, p <.00

T - Total number of teachers in the General Directorates

N - Number of punishments received by teachers in the General

Table 3

Type and Distribution of Disciplinary Punishment From 1982 - 1986

Kind of Punishment	Year					Total
	1982	1983	1984	1985	1986	
Warning	1895	2335	2450	1290	735	8705
Short-term stop in promotion	864	2178	1976	220	29	5267
Reproach	850	1256	1585	969	513	5173
Long-term stop in promotion	322	624	630	179	34	1789
Cut in salary	273	986	1407	876	447	3989
Cut in overtime wages	132	663	847	389	201	2232
Permanent dismissal from the practice of profession	51	42	28	14	18	153
Demotion in seniority promotion	33	28	29	15	3	108
Temporary dismissal from state employment	32	244	109	32	8	425
Demotion in annual promotion	24	102	246	191	124	687
TOTAL	4476	8458	9307	4175	2112	28528

χ^2 (36, N = 28528) = 2772.09, p <.00

Table 4

Frequency and Percent of Disciplinary Punishment Received by Teachers in the Secondary Education Directorate by Service Region

Service Region	Year 1983		1984		1985		Total
	f	%	f	%	f	%	
Region I	1523	23.66	2209	32.46	775	30.33	4507
Region II	2382	37.0	1490	21.90	687	26.89	4559
Region III	622	9.66	877	12.89	286	11.19	1785
Region IV	711	11.05	689	10.12	162	6.34	1562
Region V	1198	18.61	1540	22.63	645	25.25	3383
TOTAL	6436	99.98	6805	100.00	2555	100.00	15796

χ^2 (8, N = 15797) = 477.0, p <.00

Table 5

Teachers Behavior in the Secondary Education Directorate and Frequency of Occurrence From 1983 through 1985.

Behavior	Regions					Total
	I	II	III	IV	V	
Absent/Late	608	672	288	232	666	2466
Violation exam rules	275	305	72	100	478	1230
Misdeclaration	72	89	35	19	37	252
Altering documents	62	56	33	19	54	224
Violation public esteem	43	75	35	27	25	205
Embezzlement	26	93	17	11	29	176
Commercial actions	38	33	17	12	27	127
Violation dress code	27	33	16	4	41	121
Bribery	12	60	12	2	11	97
Press declaration	6	21	4	8	5	44
Other	3338	3122	1256	1128	2010	10854
TOTAL	4507	4559	1785	1562	3383	15796

χ^2 (36, N = 15,796) = 298.12, p <.00

Note: The symbols used for designating regions should be interpreted as follows:

I = Eastern II = Marmara III = Central Anatolia IV = Black Sea V = Mediterranean